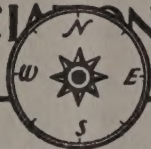


The COMPASS

AMERICAN ASSOCIATION OF SOCIAL WORKERS
130 E. 22d St. New York City

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VOLUME XVII, NUMBER 5

Delegate Conference Program



What is Happening to Families on Relief?

Results of AASW Inquiry



Outline of a Proposed Federal Work and Relief Program



Chapter Activity on Relief Issues, Social Work Interpretation,
Civil Service Standards

Delegate Conference Program

Washington, D. C., February 14, 15, 16

Mayflower Hotel

THE KEYNOTE

The conference keynote will be the importance of relief as a concern of the federal government, pointing out the need for a continuing national relief program through grants-in-aid to states, stressing the positive features of the present work program but indicating the negative aspects of the plan, demonstrating the fact that millions now uncared for by the work plan are in dire circumstances because of the inability of local units to care for such large numbers. The keynote address will introduce the AASW two-fold plan for legislative action to meet the situation.

THE PROGRAM

The conference program is designed to present a comprehensive summary of available data on relief needs, a critical analysis of the past and present programs and an outline of the principal and desirable elements of a federal grant-in-aid relief system. Papers and discussions will concern such subjects as:

General statements of the relief problem, its size, the responsibility for it, and the outline of legislation necessary to insure at least minimum subsistence for all those in need.

Information from the practice of social work bearing on the urgency and validity of relief need. Public opinion tends to minimize the real need of relief as the continuing responsibility assumes more burdensome aspects. Facts from social work experience and practice, it is hoped, may serve to renew the public interest and concern for the millions of families of unemployed, as well as those otherwise affected by the long stretch of low level economic functioning of the past few years.

Plans for a sound, efficient, inclusive assistance program. It is hoped to show that social work may express forcibly the things it has learned about the great varieties of situations with which economic need is related and why a general program meeting needs of all kinds is necessary.

Other proposals for providing necessary relief will also be discussed. The program will advocate plans for meeting more than minimum needs for those who can be employed on real work. At the same time, emphasis will be placed on the danger of depending on a program as inflexible to needs as is the present attempt of the federal government to provide work in each community which will fit the situation of each unemployed person. The program will point to evidence that the social security measure will not provide the necessary complement to a work program; that private philanthropy cannot be depended upon for any fraction of the relief need, and that local and state govern-

ments are wholly unprepared to assume the burden left them under present plans also will be presented.

Drawing attention to some of the difficulties under which the FERA operated as an emergency relief organization, the Conference program will outline some of the administrative arrangements by which a grant-in-aid program will be able to bring about more effective cooperation between federal, state and local governments than has heretofore been possible. Personnel problems, transient care, medical care, research on relief problems, and other special subjects will also be discussed.

THE AGENDA

The Agenda of the conference will be in accordance with the tentative outline below:

1. *The Occasion of the Conference* (Keynote address)
General statement of importance of relief as a concern of the government; inexperience of this nation in dealing with long-time unemployment, and the bearing this has on present crisis facing us.
2. *Social Workers in Relation to the Developing Public Welfare Program*
A review and appraisal of the major federal relief programs during the past few years.
3. *Government Responsibility for Relief*
Government's responsibility for meeting needs of those out of work and otherwise economically deprived.
4. *Public Suspicion of Those in Need*
The pauper concept deriving from the public's wish to avoid burdens, caused by severe economic changes.
5. *Relief and the Struggle for Independence*
The importance of understanding those in need of relief do not constitute a permanently dependent class, or any class.
6. *The Myth of Work Refusals*
Recognition that there are work refusals both because the social circumstances leading to the need of relief have degenerative effect and also because many jobs offered are not adequate.
7. *Work Programs as Relief Measures*
The need of work for the unemployed, useful to community and under conditions of real employment, instead of relief need.

8. *Social Security Act as a Relief Measure*
Concern with assistance programs and their bearing on need for general relief grants.
9. *Private Relief and Public Welfare*
Statement of relation between private agency budgets and Community Chest funds and the amounts needed for relief.
10. *Local and State Governments and Limitations on Their Revenues*
Comparative capacity of different levels of government to provide revenues for heavy relief burdens.
11. *Local Relief—Without Federal Aid*
What happened when federal relief was withdrawn. Brief reports from a number of chapters.
12. *Federal, State and Local Partnership*
The poor law tradition; what this will mean in dealing with vast numbers in need of relief; the factors other than financial which prove the unpreparedness of the local and state governments to develop assistance programs.
13. *Program Dependent on Personnel*
The major factor in determining the effect of administration of relief is that of personnel.
14. *Knowing the Relief Load*
Stages in developing national relief statistics; illustration of available data.
15. *Clearing the Lines of Responsibility*
Under hastily improvised emergency machinery proper balance of authority and responsibility for

state and local governments was not worked out; grants-in-aid should be on basis of understood conditions.

16. *Absorbing the Transients*
Local refusal of care of the transient; federal grants on the condition that states care for needy regardless of legal settlement.
17. *Findings on Medical Problems*
What is known to medical social work about health needs as met under the FERA.
18. *The State's Part in a National Program*
Its supervisory and standard setting functions; need for strong, unified state welfare departments working with county units.

CONFERENCE ATTENDANCE

Delegates from chapters and from non-chapter areas and AASW national committee members will constitute the conference. In addition, national social work agencies and other organizations representing progressive social programs will be invited to send representatives.

Railroads have provided special rates for the conference. Information regarding hotels, fares, program, etc., will be sent each delegate as names are sent to the national AASW office.

Arrangements have been made with NBC to broadcast one of the speeches at the conference.

The Immediate Situation

The American Association of Social Workers, in an effort to learn what is happening at the present moment to families on relief, queried state and local administrators of Emergency Relief throughout the country. Twenty-five state administrators and thirty-eight local administrators have replied to date. The states and local units in additional states reporting have a combined population of 68,445,297.

A summary of the reports from the sixty-three areas shows:

1. That the reductions of federal relief grants, faster usually than transfers were made possible to WPA, left the states with a heavy double burden, consisting of many able-bodied persons in addition to all the so-called unemployables.
2. That in most areas this action caused serious reductions in relief budgets.
3. That the uniform WPA wage, disregarding the relative needs of families, left the neediest group worse off than it had been while receiving relief.
4. That the states expect to be called on to help WPA families in other emergencies not provided for in the "security wage."
5. That states are faced with new able-bodied applicants whose requests for help have come too late for them to receive WPA employment.
6. That in a majority of states the Administrators estimate that state and local areas cannot carry the load which will remain.
7. That many areas, in attempting to meet the situation, have been confronted with serious legal, constitutional and fiscal obstacles.
8. That even where the obstacles are removable, one

or more years are necessary, in some cases, to make the readjustment.

9. That most units have impaired their ability to carry general relief by responding to requests that they appropriate to the cost of WPA projects.

An examination of the replies in accordance with the outline above reveals the following significant facts:

1. In most of the states covered, federal grants for relief were reduced faster than family heads were accepted by the WPA, and often it was necessary to carry families after the transfer until the first wage checks were received.

2. The result of these inroads on available funds appears in reduced relief budgets and the termination of relief in some families still needing it. Budget reductions have taken place in twenty of the twenty-three states reporting on the point. What this means is suggested by the food budget from New York City—probably one of the highest in the country. That budget, according to the Mayor's Committee on Unemployment Relief, allowed an average of only eight cents a meal in

March, 1935, for each member of a family of five. Nebraska's regular allowance for food was cut thirty-seven per cent, with the prospect that as soon as its final grant of federal funds was exhausted it would be able to give an average allowance of only \$7.50 per month for all types of relief. On account of its inability to outfit men transferred to WPA, many of them were working during December without adequate clothing. In Minnesota medical, dental, and nursing care was drastically reduced. In Texas there has been a drastic reduction of standards due to horizontal cuts in budgets, while in Louisiana, after several months of such reductions, all relief to unemployable persons was discontinued except in cases of extreme emergency.

3. Superimposed upon these responsibilities for families remaining on their relief rolls, state and local administrations have been asked to share in the budgets of certain families supposed to be fully provided for through the WPA wages of the family head. All but two states report this situation. It occurs primarily in families where because of illness or convalescence the costs are large for medical care, nursing care, and special diet, or in families where there are four or more members. In such families the income is frequently less than it was before security wages were applied. As long as the family received relief, its income was adjusted to its needs. Now it is a fixed wage, in the establishment of which budgetary necessities are not considered.

In over half of the states reporting, and in spite of the other burdens left on their shoulders, attempts have been made by the administrations to supplement wages in such families. Michigan permits supplementation whenever the WPA wage is 15 per cent or more below the family's budget deficiency, and Nebraska approves of the practice in exceptional cases which must be reviewed by the state office. In some states, where supplementation is not practiced, other attempts have been made to increase the wage income. In a few extreme cases private agencies have given help, and in some cases—in California and Louisiana—efforts are reported to add to the family income through obtaining acceptance of a second member of the family for the National

Youth Administration or the Civilian Conservation Corps. It is found difficult to accomplish much through this means. In at least one area in New Jersey, where supplementation has not been approved by the State Administrator, it is reported that "a wave of protest has been rolling up to all in authority."

Although in three states few WPA cases are said to need supplementation, such cases usually constitute a considerable share of the WPA load taken from relief rolls. In Philadelphia County, after a statistical study, they were shown to be one-fifth of that load. The same proportion is estimated to prevail in Milwaukee. The number of families in both Minnesota and the District of Columbia is placed at about 2,500; for Kansas 5,000 families are estimated, needing to have an average of about \$5.00 a month added, and in New York State the cost of supplementary relief for this group is estimated to vary from \$100,000 to \$150,000 a month.

The estimates as to the needs of these hard-hit families are based not upon the WPA wage rates as first promulgated, but upon the later, slightly increased rates for unskilled labor which were reported from about half of the states. In a few of these states, by a reduction of hours per month, the hourly rate for skilled labor has been raised to approximate the prevailing rate.

4. In the works program, as now organized, there are additional gaps which are very likely to cause trouble for the states and cities. For example, when a man's project ends, he receives no wages until he is reassigned to a new piece of work. If the intervening period is long, he has no recourse other than relief, unless he has been able to save sufficiently out of earlier wages. The same situation arises if he is sick for

a considerable period, since wages are not paid until he is again on the job.

5. Reference has been limited so far to the so-called "residual load"—that remaining after WPA transfers. But the actual burden now being placed upon states and counties contains large numbers of new families—those which have maintained themselves hitherto during the long depression years, but have applied for help since November 1st. Because the heads of such house-

NEW JERSEY

In Englewood, N. J., the local newspaper, "The News," comments editorially on the "revolting spectacle of a hundred poor families eating garbage from the public dump."

"The News" recommends the construction of an incinerator to end this "revolting practice."

MARYLAND

The following notice from the Baltimore Emergency Relief Commission was issued January 1, 1936:

"Due to lack of funds and in accordance with instructions to the Baltimore Emergency Relief Commission, it is with regret that you are notified that relief cannot be continued to any family where there is an employable person.

"It is suggested that all employable members of your family register at once with the National Re-employment Service. . . ."

Baltimore Emergency Relief Commission.

holds are not eligible for the works program, no matter how able-bodied they may be, they swell the number of employables for which the federal plan has failed to make provision. In some areas, as in Atlanta, Georgia, lack of funds makes it impossible to receive applications from this group. It is known that more than 200,000 able-bodied persons have made applications for relief since November 1st, throughout the nation.

6. In addition to reporting thus on the present situation correspondents were asked to prepare an estimate as to the ability of their states to carry the "residual load" in the immediate future. At the time the reports were made the original WPA quotas of employment had not been reached in most of the states here considered, and it is doubted by many that they can be reached unless the months to be covered by available funds be reduced so as to allow the employment of increased numbers. The Association's correspondents, however, have assumed, at its request, that the quotas will be reached eventually and have thus been able to estimate the "residual loads" which will be left to their respective states.

In ten states the relief administrators declared that their areas could not carry the residual load, and in two others they were doubtful whether they could do so. In six states it was estimated that the situation could probably be met. All of these administrators based their estimates on the state and local resources which had been developed during the past year in response to FERA insistence that wherever possible the states contribute a fair share of the cost in order to receive federal grants.

7. To meet these serious situations plans and efforts have been made in many states to develop new sources of funds. The following are samples of some of the obstacles met:

In the State of Washington, where a graduated income tax for additional revenue is illegal, it is said to be doubtful if another bond issue could be floated now. Many counties cannot meet their mandatory expenses, and it is reported that if they were given power to issue bonds they could not sell them.

In Milwaukee an increased rate of taxation on real property is stated to be impossible in view of the fact that tax delinquency is exceedingly high under the existing rate.

8. In certain states the difficulty of expanding resources may be only temporary. But even in such areas conditions are critical unless federal aid is restored until such time as the planned fiscal machinery, if obtainable, becomes productive. The following are examples:

In Texas the state is unable to increase its general relief appropriation without a constitutional amendment. That means a delay of two years.

The Nebraska Constitution prevents the use of state funds locally in accordance with the relief needs of each unit. The state's first law for unemployment relief was declared unconstitutional, and under the present law each area receives funds in accordance with its population.

Other states have fixed maximum rates for the taxation of property locally. Thus in Michigan, if it is desired to increase the maximum rate of 15 mills, it is necessary to have a vote of the people. In Michigan also, townships and boroughs are responsible for the relief of their constituents, that fact complicating action by the county which includes these units and other areas also.

In forty states no regular legislative sessions are held in 1936, and no action can therefore be taken during that year unless the state is prepared to accept the large expense of a special session of the legislature.

9. Many local units have impaired their ability to contribute to relief by appropriating funds for materials needed in WPA projects, such appropriations being believed by them to be necessary in order to obtain federal approval of the projects. All but one of the states considered, and a somewhat smaller proportion of the cities, report such appropriations, but nearly half in each group explain that the ability of units to supply relief funds was not affected, be-

cause the appropriations came from funds already budgeted for public works of the specified nature.

Several of the states are looking forward to federal grants under the Social Security Act, if and when Congress makes the necessary appropriations. These grants will be for mothers' pensions, old age pensions, and pensions to the blind. But in proportion as states make matching appropriations to obtain the federal grants they will further impair their ability to carry the general relief burden placed upon them. For example, a Michigan administrator reports that state appropriations were reduced in 1935 "in order to provide funds for old age pensions."

WHAT FERA FIGURES REVEAL

A release of the FERA, dated January 8, 1936, on the trend of relief from October to November, 1935, is more than usually significant. It officially recognizes that a decline occurred in relief standards, referring to it thus: "While many localities made adequate provision to meet the increasing need of persons remaining on relief for shelter, food and clothing, it appears that relief standards in many states were lowered as a result of an actual or anticipated shortage of funds." The release shows statistically for each state the decreases during November in cases and relief. In the country as a whole cases declined 6.8 per cent and expenditures 20.7 per cent.

AASW Proposed Outline for Federal Work and Relief Program

(This Statement Represents the Working Basis of the AASW National Division on Government and Social Work in Its Program for Federal Legislation.)

This Association and social workers everywhere have direct and convincing evidence that the need for relief is urgent and nation-wide, and that prevention of great suffering and want now and for years to come can only be accomplished by cooperation of the federal government. The part of the population affected is too vast to be ignored. It is equally evident that the present works programs, security measures, private philanthropies, or local and state governments, or all of them together, cannot deal with the problem.

To provide for relief needs from now until July, when another fiscal year of the federal government begins, and to set up a stable and continuing work and relief program thereafter, the AASW has outlined the following legislative programs:

Emergency Program

For the current year it is proposed that grants to states for general relief and transient care be made for the remaining five months of the present fiscal year. Amounts needed, during the five-month period, are tentatively estimated as \$300,000,000, of which state and local funds might supply about \$150,000,000, unless demands on their funds for WPA materials and supplies interfered. Federal grants of from \$150,000,000 to \$200,000,000 would therefore be needed. Unexpended balances can be used for this purpose.

Long Time Program

As it is known that relief will be needed for large numbers of families and persons indefinitely, legislation in two following parts is needed for a continuing work and relief program after the current fiscal year.

Work Program

This Association advocates a work program for as many of those who are unemployed and able to work as possible. This work program should be separate from the relief program and should be offered to any person who is unemployed and able to work regardless of whether or not he is eligible for relief.

This employment should be at the prevailing rate of wages. In order that this program include as many of the unemployed as possible, it should be diversified as to types of projects.

It is impossible to make up a budget for such a

work program except on the basis of accepted projects because the kind of labor involved and the cost of materials would be unknown quantities.

The work program should therefore be organized on the assumption that its extent would be valuable depending on the above factor, and also on the amount of appropriations which could be secured.

This would require that there be some general program of relief for those who were not employed on public work programs or private industry.

Federal Grants-in-Aid to States for General Relief and Transient Care

These grants should be administered by a regular non-emergency department or administration of the federal government separate from the work programs.

It is known that a large amount of relief will be needed for many years, although it will vary according to employment in private industry and on public employment programs. At the present time it might be assumed that the total relief load (including those on the works programs who represent relief families) would be approximately five or five and one-quarter million families.

At an average cost of \$30 per month per family, an average monthly relief case load of three million families and individuals, would amount to approximately 1.1 billion for the fiscal year. This figure might be reduced by payments in the form of assistance grants by the Social Security Board.

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An amount for federal administration should be included to allow for central administration, accounting, research, etc. This should be estimated at approximately nine million dollars.

As an effective system of employment offices would be required for the works program (and registration should also be required for relief families), the NRS, which now provides from 75 per cent to 85 per cent of this service, should be continued and strengthened to cost approximately ten million dollars.

Contributions of state and local governments to the relief program are estimated for the year 1935 at approximately 450 to 500 million dollars. Pressure on these units has resulted in some tax measures of doubtful value. Even though this pressure for local and state taxes were somewhat relaxed, contributions in the form of services, materials, machinery and office rental, supplies, etc., to the works program might allow for a total estimated state and local contributions of 500 million dollars to the total program.

Illustrative Budget

Without knowing how many people can be taken care of through a works program, it is impossible to budget definitely for a direct relief program, but if it were possible to secure an approximate total of three billion dollars for the fiscal year beginning July, 1936, the following program might be carried out:

1. General relief and transient care program for approximately three million families	\$1,100,000,000
2. Works program	2,400,000,000
3. Federal administration of the relief program	9,000,000
4. Employment services	10,000,000
Gross Total	\$3,519,000,000
Less contributions from state and local governments	500,000,000
Net Total	\$3,019,000,000

REASONS FOR CONTINUING WORK AND RELIEF PROGRAMS

In support of the proposed work and relief programs for the next fiscal year and following years the points outlined below are noted. These can be substantiated by convincing evidence.

(1) The work program is advocated because persons who are unemployed need work to do. This opportunity is as valuable for those who are unemployed but not yet on relief rolls, as for those who are on relief. Intake records show that many applications for relief are coming from persons in need for the first time.

(2) As demoralization comes from the need of relief rather than from the act of receiving the means of subsistence, the morale value of work is impaired by making relief need the basis of eligibility. The same rule applies to made work, unnecessary work, padded crews, etc., all of which are of doubtful value to workers.

(3) A basic program of subsistence is necessary for those who could work if proper jobs were available and for families with no member able to work. A relief or assistance program providing relief which is reliable and adequate is required for this group. Federal grants to states, for general relief and transient care, are necessary to maintain such a program.

(4) Such a sound underpinning program is necessary for the success of the work programs. The present program is open to criticism because it has undertaken to place 3.5 millions of workers, to discharge the federal "share" of the load; whereas work programs should be developed only as fast as proper projects and jobs can be arranged.

(5) It is clear that WPA and other works programs do not and cannot provide for more than a large fraction of those who are unemployed and who are able to work. It is also apparent that there is a large number of other persons in need of relief, because of the depression, for whom there is no assured provision in the assistance programs of the federal, state or local governments. These needs will be continuing in variable amounts for many years.

(6) Federal cooperation with states and local governments, in both work and relief programs, is essential instead of the present plan of division of responsibility which cannot avoid the development of conflict. The burden of this conflict is bound to be borne by those persons who are in need.

(7) Federal influence has been extensive in raising relief standards. Withdrawal by the federal government has added greatly to the difficulties of state and local development of relief programs.

(8) A stabilized relief program would build up experienced personnel appointed on a merit basis and would greatly improve the service which had to be improvised on a vast scale under emergency conditions. It could be expected to provide a far more and increasingly selective and discriminating relief service. The federal administration should therefore be lodged in one of the established departments or boards, preferably the Social Security Board.

(9) A stabilized grant-in-aid program would also avoid many administrative difficulties met with in highly centralized emergency administration and could be developed so that the proper

relation between authority and responsibility in the federal, state and local governments could be maintained.

(10) The very large number of families and persons for whom private industry and the government is unable to provide employment, is far greater than any relief responsibility ever shouldered by state and local government. Extraordinary pressure on state and local funds will subject these persons to low grade pauper treatment in many jurisdictions. This can be prevented and a sound relief program maintained only by a continued recognition of the fact by the federal government and the cooperative efforts of federal, state and local governmental units. The soundness of this contention was evidenced by the immediate reduction of relief grants, lowering of personnel standards and administrative practices in many state and local units when federal funds were recently withdrawn.

CHAPTER ACTIVITY ON RELIEF AT VARIOUS POINTS OF THE COMPASS

Pittsburgh

A mass meeting on the relief crisis attended by approximately 1,000 people was held in Pittsburgh on December 23 under joint auspices of the Pittsburgh Chapter AASW, the Federation of Social Agencies and the Community Forum. Chief speaker was Harry Greenstein, Director of the Maryland Board of State Aid and Charities, who discussed the national relief picture, emphasizing the large areas of need not covered by the WPA and the Social Security Act. Miss May Denman, State Field Representative of the Pennsylvania Public Charities Association, presented the facts about the situation in Pennsylvania, pointing out the impossibility of local communities undertaking to provide for the so-called "unemployables" with the present disjointed poor relief system.

The meeting was the result of the combined interest and activity of the chapter, the two rank and file groups in the community and the Federation of Social Agencies in following closely current developments in the relief situation.

Baltimore

An active campaign to keep the facts of the relief situation before the public has been carried on by a Continuing Committee on Social Needs, which was appointed after a mass meeting held last fall. This committee is composed of representatives of the Baltimore Chapter AASW, the Potomac District of the American Association of Medical Social Workers and the Association of Workers in Social Agencies. The committee has met with representatives of civic, service and professional organizations and a second meeting was called on January 23 to keep the issues before these groups.

Senator Frazier of North Dakota discussed the national relief situation and the Frazier-Lundeen Bill. The facts about the relief situation in Maryland were set forth by Dr. Don Fenn, a minister who is a board member of the Baltimore Council of Social Agencies.

The concrete outcome of this discussion looking toward state action is a meeting which has been

arranged between the Baltimore Council of Social Agencies and certain members of the State Legislature, to take place before the Legislature convenes in March.

Seattle-Tacoma

Through its Social Action Committee or jointly with the Western Guild of Social Workers (younger workers not eligible for the AASW), the Seattle-Tacoma Chapter was very active in the relief campaign during December and January. A night letter to Harry L. Hopkins on December 23rd declared in conclusion that "a permanent federal relief system will be necessary to supplement state and local relief." On January 6th a letter was sent to all United States Senators and Congressmen in the state, which included the following points:

"The Federal Works Program in the State of Washington has provided employment for 36,000 men and women, leaving 25,000 for whom provision must still be made.

"We are requesting your assistance in helping make available additional funds to insure that all able-bodied and needy unemployed be assured work.

"Such assistance for employable persons will make it possible for the State and Counties to work with the Federal Social Security Board in its program for dependent and crippled children, blind and elderly persons in need."

Rhode Island

A movement is under way in Rhode Island to demonstrate the need for a permanent state agency for public relief. On January 23, at the suggestion of the Rhode Island Chapter of the AASW, Governor Green met with members of the State Relief Commission, the State WPA Administrator, local directors of relief and a committee of the AASW headed by Harry M. Carey, at which time the facts in the relief situation were presented.

A joint meeting of the chapter and the Rhode Island Social Workers Club is planned to discuss the results of the conference with the Governor, and to coordinate activities with a committee appointed by the Council of Social Agencies.

Here and There

Scrip has replaced grocery orders in Tennessee, according to the *Chattanooga News*.

During January, about \$4.00 in scrip issued by the State Welfare Commission in denominations of one dollar, was granted each family on relief.

Federal surplus foods are issued to supplement the scrip allowance.

The average food issuance per family for a two-week period consists of 48 pounds of flour, 8 pounds of prunes, 12 cans of meat, 24 cans of vegetables and 8 cans of evaporated milk.

Dietitians have indicated that the federal surplus food ration is 50% under the caloric value required for a family of two adults and two children.

Food budgets, rent allowances, and gas and light grants have been drastically reduced while clothing allowances have been discontinued in Hartford, Conn.

All relief families which include an able-bodied employable person have been refused relief in Texas since January 1st.

Headline in the New Orleans Morning Tribune
"GARBAGE FOOD CLAIMING TOLL FROM CHILDREN"

"New Orleans children who have had to live out of garbage cans are beginning to pay the penalty of this diet, the Citizens' Committee on the Relief Situation revealed in a statement last night. . . ."

Meeting Attacks on Professional Social Work

In Hamilton County, Ohio, published statements by the County Commissioner, and by members of the Practitioners' Council, were made discounting professional social work and social workers and the necessity for conducting civil service examinations for certain groups.

Since these attacks seemed to demand action by the Cincinnati Chapter, its Personnel Committee was requested to prepare a statement of personnel principles which the American Association of Social Workers recognizes, and to present this statement at an appropriate time to any persons publicly disparaging the employment of trained social workers.

The chapter also requested its Interpretation Committee to formulate a reply to published statements, for use when necessary, and to urge lay persons to register protests whenever statements are published unfavorable to the continued employment of trained social workers in public agencies.

In Memoriam

J. PRENTICE MURPHY

whose death on February 2 is a great loss to social work because of his rare leadership qualities and broad interest in human welfare.

Church Council Asks Consistent Relief Policy

An urgent appeal for "consistent policy in and continuity of relief administration" with adequate appropriations for relief to "provide a breathing spell for the unemployed, and give them a measure of security" for the next twelve months, was made by the Executive Committee of the Federal Council of the Churches of Christ in America in a statement released January 16th by Rev. Samuel McCrea Cavert, General Secretary.

"We are convinced," the statement declares, "that the great masses of the unemployed desire first of all regular jobs at decent wages and hours. Until private business or the government shall make such employment available, the unemployed are entitled to humane treatment, adequate relief, and freedom from constantly shifting relief policies."

Transiency and General Relief

The needs of the transients should be met through a coordinated general relief program, federal, state and local, which will include the various forms of categorical relief. The position is taken by the National Committee on the Care of Transient and Homeless in a platform which it is preparing and which is published in the January issue of *The Transient*. In spite of the effective campaign it has been conducting to bring the plight of the transient to the attention of responsible authorities, the Committee does not regard transiency as a separate problem for which separate relief machinery is needed but as a part of the whole problem of unemployment and relief. It therefore advocates a general relief program with federal participation on a grant-in-aid basis, and provision within state and local programs for allocation of funds to transient relief as well as to other forms of categorical relief. The Committee also recommends in its platform measures for a more constructive solution of the transient problem, which it characterizes as a problem of employment rather than of relief, through the development of a sufficient number of federal labor exchanges, staffed by qualified personnel, the development of interstate cooperation on problems of seasonal labor, and the development of a sound program of vocational guidance and retraining.

Social Workers Promote Public Welfare Law

Social workers in Puerto Rico have taken the initiative in promoting a law to establish a Department of Public Welfare. The draft of the proposed law shows the hand of the social worker in the provisions for personnel. The Commissioner of Public Welfare is to be "a licensed social worker of experience and proved ability recognized in his or her profession, shall be a member of the Society of Social Workers of Puerto Rico and of the American Association of Social Workers." The necessary personnel is to be selected by the Commissioner on a merit basis "including the specialists and an adequate staff to supervise the districts and local offices which shall be established in the Island."

Puerto Rico adopted a law licensing social workers in 1934. This law, which is the only one of its kind in the territory of the United States, limits the practice of social work to those who are licensed.

Job Refusals?

The more or less prevalent suspicion of relief recipients and attacks on the validity of relief need is fed by hearsay and rumor to the effect that persons receiving relief prefer maintenance through relief to the independence that comes with a job and real wages, and that relief recipients refuse opportunities to take jobs in private industry.

That these vicious rumors cannot be supported by fact is revealed by a summary of recent investigations made by the FERA into alleged instances of job refusals by relief clients.

The following facts culled from these FERA surveys are significant:

1. In Buffalo, N. Y., 262 persons were reported to have refused jobs at adequate wages. Only eight of these charges could be substantiated.
2. In Baltimore, Md., 195 persons on relief were alleged to have refused jobs. Only four of these claims were found to be valid.
3. In Memphis, Tenn., 39 of a total of 11,000 men on work relief were alleged to have refused jobs. A probe revealed only two of these 39 charges could be substantiated.
4. In Washington, D. C., 220 cases out of a total of 16,000 on relief were reported refusing jobs. Four of these 220 charges were supported by fact after an inquiry.
5. In Michigan an investigation conducted by the state relief administration as the result of complaints that able-bodied men on relief were refusing jobs in industry, revealed that of thirty-four complaints received only two complainants could give specific information to support their contention.

Local Relief

Possibly the most striking feature of Beulah Amidon's impressive article, "Always with Us," in the February *Survey Graphic*, is her reference to the "speed with which unemployable families are being turned over to local authorities." The article is based on a study made by Catherine M. Dunn, a field representative of the American Public Welfare Association. The movement which Miss Amidon describes gives significance to the attitudes of local officials and leaders in relation to the problem of relief. The following as to transients appeared in a recent issue of a San Antonio newspaper:

"T. J. Turner, Chairman of the San Antonio Vigilance Committee, suggested a night's lodging, two meals and a police escort out of town for the men on the bum.

"Mayor Quin said something of the sort was done here two years ago and the transient problem dropped out of significance for a while.

"The transient ought to be taught to stay at home," Commissioner of Fire and Police Phil Wright said. 'The chain gang is the best way to solve that transient stuff.' News of the forced program soon travels the grapevine in the hobo jungles, with the result that the indigent tourists dodge San Antonio, he said."

Fortunately the social workers seem alive to the crises. After a conference in which they participated, early in January, a committee was appointed by the Mayor to formulate a plan for meeting the situation.

Social Insurance and Relief Bills in Congress

The Frazier-Lundeen Bill (S 3475 and HR 9680) "to provide for the establishment of a nation-wide system of social insurance" was drafted by the Interprofessional Association and has been introduced in Congress by Senator Frazier and Representative Lundeen. It embodies the same principles of social insurance which were contained in the Lundeen Bill introduced in Congress last year, but the provisions are more comprehensive and have been worked out in much more detail.

Representative Marcantonio of New York, in cooperation with the Unemployed Councils, is preparing to introduce a bill providing for the continuation of direct relief under the FERA and for work relief at the prevailing rate of pay. The draft of the bill specifies that payments should be adequate to meet a minimum relief standard written into the bill, which includes sufficient food, rent or carrying charges on home, clothing, medical and dental care, and replacement of essential household goods.

Graduate Training for Public Service

The University of Cincinnati offers a curriculum in Public Welfare Administration as one unit in its program of Graduate Training for Public Service. This curriculum meets the standards of the American Association of Schools of Social Work and the University has recently been admitted to that Association. The University was a member of the Association of Schools from 1924 to 1932, at which time its curriculum was reorganized to develop the present program of Training for Public Service.

In setting up this program the University has recognized the great need of technical training for various branches of public administration and offers curricula for engineers, lawyers, accountants and doctors as well as for social workers. The University defines this group as a technical group "requiring admission into a recognized profession such as engineering, accounting, social work, law or medicine." It also offers training to a group which is defined as non-technical "inasmuch as admission into a profession is not a requisite for employment." The program of training for any of the technical fields covers two graduate years and leads to an advanced degree.

Civil Service Examination

UNITED STATES

Filing date for applications—February 17, 1936.

Application forms may be secured from U. S. Civil Service Commission, Washington, D. C., or Secretary, Board of U. S. Civil Service Examiners, any first class post office.

CHIEF INDUSTRIAL ECONOMIST (National Labor Relations Board). Salary: \$6,500 a year. Age: Under 53. Requirements: Undergraduate college with a major in economics, plus minimum of eight years' successful experience of highly technical nature in economic research or in college teaching of economics, particularly labor economics with at least one year of supervision of a corps of research economists. No written examination required.

Official Use of AASW Directory

The AASW biographical directory will be off the press the latter part of February. Finances make it necessary to limit the edition of the directory to approximately the number indicated by *actual orders*. It is hoped that chapter officers and committees and individual members will bring to the attention of local public and private social agency officials the nature of the directory and the fact that if they wish copies for official use their orders should be sent in immediately. Immediate orders will insure copies at the pre-publication

price of \$1.50, whereas only a limited number of copies will be available after publication and at a price of \$5.00.

The orders on hand have come almost entirely from the membership, since there has been no advertisement of the directory except in terms of notices in *The Compass*. Several national organizations which have had an opportunity to see some proof have expressed conviction as to the reference use to which private agencies and public officials will want to put the directory. It is unfortunate that resources do not permit wider circulation of information about the issuance of the AASW's first biographical directory.

Fortunately the AASW membership is in position to reach the majority of agency and other officials who would wish to have the directory as a source of reference on the people who make up the profession association's membership and its activities.

Write and ask others to write immediately to the AASW national office, 130 East 22nd Street, New York City, for the directory at the pre-publication price of \$1.50.

Civil Service in Maryland Public Welfare Program

The Board of State Aid and Charities in Maryland has taken the first steps towards translating into action the civil service provisions as written in the Public Welfare Act of last Spring. By virtue of this legislation, the State Board was given authority to fix qualifications for all personnel employed in the program throughout the State, from the head of the State Department down to the lowest paid employee. This necessitated examining all present personnel as well as applicants seeking employment with the State Department or the County Welfare Boards.

Prior to the examinations, a series of conferences were held between the State Employment Commission, the State Relief Administrator, the Personnel Director of the State Department, and the Chief Examining Officer of the State Employment Office. Through these sessions, which were quite informal, there developed a mutual appreciation of the functions and modus operandi of each department, and an understanding on the part of both departments of the values each was most concerned in preserving. Examinations for all the positions on the administrative side and for Junior and Senior Workers, the untrained group on the social work side, are in the form of written tests. The principle that oral examinations were preferable to written examinations for the trained personnel on the social work side was accepted completely. This includes: Case Workers, Case Supervisors, and Executive Secretaries of the

County Welfare Boards, and Social Work Consultants on the State Staff.

Particularly gratifying was the final selection of examiners to conduct their oral examinations, since on this selection depended the success of the entire plan. The examiners for the positions of Social Work Consultant and Statistician were: Gordon Hamilton, New York; Anna Kempshall, New York; Paul T. Beisser, Baltimore. For Executive Secretaries: Elizabeth McCord, Philadelphia; Helen Weir, New York; Edith L. Lauer, Baltimore. For Case Supervisors and Case Workers: Elizabeth McCord and Edith L. Lauer. Dorothy Kahn, who had also agreed to serve in the examination for Social Work Consultants and Statistician, was unfortunately taken ill at the last moment.

When the names of the examiners were announced, the *Baltimore Sun*, in a leading editorial took occasion to congratulate the State Employment Commissioner for the outstanding selections made to assist him in these examinations. Despite the necessarily brief period the examining committee could take with each candidate, it was amazing to find how discriminating and sound were the final ratings and comments, which would seem to indicate that a technique of short contact interviewing may have to be developed in this area, representing a mutual attack on the problem by both the civil service commissions and the social work examiners involved.

While the examinations already given represent only a beginning in point of numbers involved, the most strategic groups have now been covered by civil service examinations, and Maryland feels that it can go forward with its welfare program with the assurance that there will be continuity of service on the highest possible professional level, with complete protection to all personnel engaged in the public welfare program.

HARRY GREENSTEIN.

From the Press

The editorial which appeared in the *Baltimore Sun* strongly supporting the selection of qualified social workers to conduct the civil service tests for public welfare personnel, described by Mr. Greenstein in the preceding article, is reprinted below:

GOOD SELECTIONS

A gratifying feature of Mr. Harry C. Jones' administration of his duties as State Employment Commissioner, which involve administration of the Merit System, is the care with which he selects members of boards to conduct examination of applicants for positions in the classified service.

Mr. Jones' experience on the City Service Commission brought to his attention the necessity of obtaining examiners fully qualified to pass upon the merits of

candidates. The knowledge required varies with the duties to be performed, of course. But whether engineering, accounting, professional or executive ability is sought, it has been demonstrated that no difficulty is found in securing examining boards amply qualified to direct the tests if those charged with administering the law desire such examiners. And in this respect Mr. Jones has shown excellent judgment.

As an example of the care exercised, the composition of the board named to assist him in the examinations of applicants to fill the posts of social work consultants, statisticians and executive secretary of the Board of State Aid and Charities may be cited. He has named Dorothy Kahn, executive director of the Philadelphia County Relief Board and president of the American Association of Social Workers; Miss Gordon Hamilton, a member of the faculty of the New York School of Social Work, and Paul Beisser, executive secretary of the Henry Watson Children's Aid Society of Baltimore. No better evidence could be given of Mr. Jones' purpose to have the examinations properly carried out.

In the practical operation of the Merit System law, which requires the names of the five candidates passing with the highest marks to be submitted to the appointing authority, there is opportunity to defeat the spirit of the law. The lowest or least fitted on the list may be selected for political reasons. But this cannot be done without the facts being made public.

Social Security Board Appointments

The Social Security Board has announced the appointment of directors of four bureaus in the organization which is to administer the Social Security Act.

Murray W. Lattimer has been appointed director of the Bureau of Federal Old Age Benefits. Mr. Lattimer is chairman of the Railroad Retirement Pension Board. From 1923 to 1926 he has a member of the faculty of the Harvard Graduate School of Business Administration. From 1926 to 1933 he was Chief Statistician of Industrial Relations Counselors, Inc., New York City. From 1933 until his appointment as chairman of the Railroad Retirement Board he was consultant on pensions to the Federal Coordinator of Transportation.

R. Gordon Wagenet, Berkeley, California, has been appointed director of the Bureau for Unemployment Compensation. Mr. Wagenet was with the California State Commission of Immigration and Housing from 1914 to 1916. Since September 1933 he has been connected with the National Labor Board and its successor, the National Labor Relations Board, most recently as director of the Regional Labor Relations Board at San Francisco, California.

Jane M. Hoey of New York City has been appointed director of the Public Assistance Bureau of the Social Security Board. Miss Hoey, a nationally known social worker, has during the past

eight years been assistant executive director of the Welfare Council of New York City. Prior to her association with the Council, Miss Hoey was assistant secretary of the Board of Child Welfare in New York City, and director of field service for the Atlantic Division of the Red Cross. She is a past president of the New York State Conference of Social Work, and a former vice-president of the National Conference of Social Work, and a former officer of the American Association of Social Workers.

Louis Resnick of New York City has been appointed director of the Informational Service Bureau, which has been created to answer inquiries of persons affected by the Social Security Act and of the general public. Mr. Resnick has been director of the Department of Public Information and Education for the Welfare Council of New York City.

The Board previously announced the following appointments:

Frank Bane, of Virginia, executive director. Mr. Bane was formerly executive director of the American Public Welfare Association.

Henry P. Seidemann, of Texas, coordinator. Mr. Seidemann has had long experience as technical adviser to state governments, foreign governments, and various federal governmental agencies.

Thomas H. Eliot, of Massachusetts, General Counsel. Mr. Eliot was Associate Solicitor of the Department of Labor.

Merrill G. Murray, of Minnesota, associate director of the Bureau of Unemployment Compensation. Mr. Murray was technical adviser on unemployment compensation for the Committee on Economic Security.

Speaking from Experience

The following letter to Governor Park of Missouri from the Committee on Personnel Standards, St. Louis Chapter of AASW, is a good example of how the social work professional association can assist a public official to understand and profit by experience in one of many fields for which that official has to take responsibility. The interest and experience of the professional association is given clearly; and the case for qualified personnel is directly tied up with a knowledge of the work under discussion:

His Excellency,
The Governor,
Jefferson City, Missouri.
Your Excellency:

The St. Louis Chapter of the American Association of Social Workers, because of its long interest and activity in the field of human welfare, and its experience with personnel problems related thereto, has followed closely the administration of the Missouri Old Age

Assistance Fund.

Our interest has been centered about these major points:

Eligibility

Is eligibility being determined at the time that the application is made at the desk? This would require an educated and experienced person, whose experience has made him or her familiar with family and community resources, including the financial resources of the applicant, insurance assets, interested relatives who might give assistance, and agencies that might give more adequate care and protection to a sick aged person. At the present time we understand that every application is accepted for investigation. This seems very extravagant when many decisions of ineligibility could be made at the desk.

Personnel

At present we are told that the four St. Louis investigators appointed by the Old Age Assistance Commissioner include a former plumber, a confectioner, a brewery salesman, and a city employee discharged for incompetence. We understand that some of them have less than an eighth grade education.

Our history in training workers in the administration of relief and assistance for needy, aged and handicapped people is that it is expensive, inefficient, ineffectual and unnecessary to train people on the job when already people trained and experienced in human problems of this kind are available. Most of us would not think of employing a plumber as a stenographer and paying him and handicapping our work while he learned to spell, punctuate and operate the typewriter with skill and accuracy. Why use him in a job requiring special education, training and experience in the field of the problems relating to an understanding of the aged, the problems of their health, their finances, and the mental disturbances and suffering attendant on these crises in their lives. The federal government has recognized this principle in its employment of trained personnel for its work with needy and handicapped adults and children.

Indefinite Tenure

When once eligible, will a client receive an allowance until death? If not, how will follow-up continuance of eligibility be maintained? Will the regulation of re-application each year with the increasing number of applications give any assurance of adequate review? Besides a great deal can happen in a year's time and an unnecessary amount of money be expended in that time to those that cease to be eligible.

Amount of Allowance

Since the law states that relief to the aged is to be given on an assistance basis, as differentiated from a pension basis, will the maximum be given to every eligible applicant, or will the amount be determined on the basis of the deficit in the applicant's budget? Sometimes this deficit may be only \$5 or \$10; other times the deficit will amount to the maximum allowed by law, in which cases experience shows it desirable to give the full allowance allowed by law, rather than distribute the funds over a larger number of applicants,

but with less adequacy of assistance. Occasionally the aged who are only half cared for on an insufficient old age allowance could better make plans for themselves in institutions or with relatives for full care, thus relieving the state of complete responsibility, where a small fund which only half meets their needs often keeps them holding on with a desperate hope of an increase later.

We believe that some clarification and planning on these points would do much to restore public confidence which is now lacking in the administrative staff of the Old Age Assistance Commission. As the representative of a state whose motto is "Salus Populi Suprema Lex Esto," we appeal to you to use your influence to get the machinery for assistance to the aged moving quickly and economically with the highest degree of efficiency. The federal government is deflating its relief program, and with the long severe winter approaching you can do much to give security, at least to a large portion of the aged during the last remaining, anxious, uncertain days of their lives.

I have the honor to remain,

Sincerely yours,

EDITH M. BAKER, *Chairman,*
Committee on Personnel Standards.

Interpretation

The subject of interpretation has concerned thinking persons in the field of social work for a long period. The following resume of a paper presented by Harry Greenstein, Maryland State Relief Administrator, before the Washington Chapter of the AASW, presents the views of a practical person who has demonstrated his ability to make theory apply to actual situations.

HE progress and development of social welfare in this country, whether private or public, depends entirely upon an intelligent, understanding and informed public opinion. Community interpretation is basic to community support. This is almost axiomatic. Everyone who has had the responsibility of raising funds for community chests or financial federations knows only too well how important this is. Despite all the spade work that has been done in the way of community interpretation by private agencies, we still have a long way to go.

However, real progress undoubtedly has been made because most private agencies realize that it is not enough to interpret their programs to the public only during money-raising periods. This is a day in and day out, all-year-round job.

If community interpretation and satisfactory community relations are important to the private agencies, how much more so is this necessary in the field of public welfare. Indeed, a much greater responsibility along these lines rests upon the public agencies. Contributors to the private agencies make their donations voluntarily. The general public or taxpayers must contribute whether or not they are in accord with the policies and the

practices of the public departments. This is the reason why we find the public so articulate, and so militant at times in its denunciation and criticism of the public agencies.

There are certain psychological barriers and economic factors which have an important relationship to the question of attitudes on the part of the public. We cannot possibly plan for community understanding without taking into account these deep-rooted community attitudes. There are certain definite blocks which we must break down if we are to do a real job of community interpretation.

First and foremost, I should say there is the resistance of the taxpayer to any program which calls for additional tax burdens. Most of the large expenditures of social work in the past few years represent comparatively new types of federal governmental activities, and have involved appropriations that have literally staggered the imagination of the American people. Three years ago, when it seemed our economic system was doomed, with banks crumbling all around us, and no one knowing what the next day would bring, the attitude of the nation was such that huge expenditures for relief were not only accepted, but were welcomed.

But with the passing months and the beginning of recovery, we have now definitely become financial and budget-minded, and the effects are being felt in every public welfare program in every state, and in every locality. Standards are being reduced, controls tightened, intake closely watched, staffs drastically curtailed.

Another important block in the way of community acceptance of the relief program has been the opposition of certain industrial groups. The relief program has served to raised the standards of life of many people, who, for the first time, received some of the elemental decencies of existence. This has served to make them less willing to accept wages at starvation levels, and has brought down on our heads the accusation that clients prefer to be on relief. Material relief obviously cannot be divorced from our entire economic system, and has a distinct relationship to wages, employment, and hours of work.

Then, again, if we are honest with ourselves, we must also admit that during the beginning of the relief administration, we did not have a sufficient number of competent people to administer the huge program which was projected. It will take us a long time to live down the mistakes which have been made in the name of social work. And the memory of past performance will linger in the minds of many people, long after the emergency program is over.

Another factor which has colored public opinion was the procedure followed in many states in

superimposing a program upon resistant localities without regard to community thinking, community traditions, or community feeling. No effort was made in many instances to bring into the program the participation and the planning of the community itself, as a result of which when federal funds for direct relief were withdrawn, the program itself collapsed, with no background of public opinion or community support to come to the rescue.

These are just a few of the factors which have played a part in developing community attitudes, and which must be overcome if we are to make progress. We must accept the fact that public departments always have faced, and will continue to meet with difficulties. They serve a much larger and much more critical constituency than the private agencies; they need, at all times, the support of enlightened communities.

What are some of the things we can do in future planning and interpretation to secure community understanding and community support?

First, I should say, there ought to be developed to the fullest possible extent lay participation in the administration of our welfare program. There is nothing more effective than to point to outstanding men and women of the community as sponsors of, participants in, and responsible for, whatever policies of public welfare administration may be decided upon.

Second, one of the distinctive features of public welfare is that it must necessarily depend upon governmental sanction and support of those individuals who are in control of governmental bodies. It is, therefore, essential to give particular emphasis to the interpretation of our programs to those people charged with the responsibility of legislation and the appropriation of funds. No public agency can go any further than its legislators permit it to go.

Third, it is particularly important to analyze and break down into essential elements the problems being met, and the cases being carried.

Fourth, it is also desirable that use be made of studies and research along specific lines in order to anticipate and meet on a factual basis specific criticisms that may arise.

Fifth, the positive side of our welfare programs must be stressed with particular emphasis on the preventive phases of work being done, and the ultimate saving to the community in social and financial costs that will follow.

Sixth, lastly, and to me most important of all, fundamental to any interpretation of any social welfare program, is the necessity of doing as good a professional job as possible. In the final analysis, it is the kind of work we do, and not what we say about our program, that will carry conviction to the contributing public and to the taxpayers.

HOUSING NEWS

A new Housing Committee, AASW, was appointed for 1936 consisting of:

ABRAHAM GOLDFELD, *Chairman*, Lavanburg Foundation, N. Y. C.

MRS. ALICE ROTHBLATT, *Secretary*, Welfare Council, N. Y. C.

HELEN CROSBY, Metropolitan Life Insurance Company, N. Y. C.

EMIL FRANKEL, Dept. of Institutions & Agencies, Trenton, N. J.

WALTER WEST, American Association of Social Workers, N. Y. C.

BESSIE BLOOM WESSEL, College for Women, New London, Conn.

MRS. ROSE BRANCATI, Catholic Charities, N. Y. C.

HELEN HARRIS, Union Settlement Association, N. Y. C.

JOHN IHLDER, Alley Dwelling Authority, Washington, D. C.

LOULA LASKER, *The Survey*, N. Y. C.

REV. EDWARD R. MOORE, Catholic Charities, N. Y. C.

JOSEPH P. TUFTS, Pittsburgh Housing Association, Pittsburgh, Pa.

ELSIE J. GARFIELD, Association for Improving the Condition of the Poor, N. Y. C.

MRS. ELIZABETH MILLS, Charity Organization Society, N. Y. C.

* * *

The Denver Chapter of the AASW organized a Housing Committee last year for the following purposes:

1. To acquaint themselves with the Federal Housing Program in order to know how the city and state may fit into that program.
2. To find out present housing conditions in Denver.
3. To formulate standards in housing which will be in accordance with a fair standard of health and decency.
4. To be an educational medium in the city and state to acquaint other organizations with the knowledge assembled, and to get their cooperation in supporting a housing program.

The Committee has already obtained sufficient material to start working on the first three points and is also formulating its educational program.

* * *

The school for managers of municipal and federal low-rent housing projects, sponsored by the National Association of Housing Officials and the Management Branch of the PWA, opened on December 12th with an enrollment of seventy persons, fifteen of whom are women. Classes were held in Washington at the PWA headquarters until January 12th, when the students started their six weeks' period of field work in seventeen selected housing developments. The faculty is composed of people from all sections of the country with the widest experience in the housing field.

A Comprehensive Survey of Relief in New York State

The New York State Council of the AASW at a meeting in Albany, February 1st, began a study of the report of the Governor's Commission on Unemployment Relief, which is now off the press. This thoroughgoing study, with its recommendations for reorganizing the public assistance structure in New York State, calls for the careful analysis which the Council and the chapters in New York State are planning to make. Chapters in other states will also find the report of value because of the attention which it gives to the public welfare set-up necessary for an adequate permanent program.

The national office has a limited supply of the report, furnished by the Governor's Commission, for free distribution to chapters. Chapters which would like to have a copy should write immediately to the national office for *State and Local Welfare Organizations in the State of New York, A Report of the Administration of the Public Relief Services with Recommendations*, submitted by Governor's Commission on Unemployment Relief.

Junior Leagues Interpret Professional Social Work

The Association of Junior Leagues of America has been influential in increasing the understanding of social welfare programs and the need for qualified personnel in this field. As a result of its activities, there are more friends and allies of professional social work in many communities and Junior League members have enlarged their concept of services to the community.

The Junior League in a number of places has put forth the need for and has financed the placement of a qualified social worker. In doing this where it is needed the Junior League has come up against one of the big problems in social work: the insufficiency and the concentration of qualified social work personnel. In discussing this problem with the AASW, the Association of Junior Leagues has pointed out that a special difficulty arises from the fact that these positions are frequently pioneering ones in communities away from centers of training and lacking in good social facilities. They feel that encouragement is needed from professional schools and social agencies, so that social workers with capacity for professional leadership will look more favorably on positions in communities where pioneering work is needed.

SPECIFICATIONS FOR PUBLIC WELFARE POSITIONS

Following an item in the December *Compass* on assistance given by Baltimore social workers to public officials working on personnel set-up for the Board of State Aid and Charities, the actual specifications for positions in the Social Work Division are published below. These are reproduced in full for several reasons: The form and the elements of such specifications on public welfare positions are totally unfamiliar to many AASW members; good sample formulations of this kind are difficult to obtain and frequently requested by members for committee study; the following specifications are the result of joint work of public officials and an advisory group of professional social workers; they exemplify well-considered adaptations of professional standards with a view to meeting immediate needs and insuring a professional calibre of work within the limits of a rural program; the specifications cover social work positions at a number of different administrative levels.

SOCIAL WORK CONSULTANT, Board of State Aid and Charities

Compensation. \$2400-\$3500 per annum.

Duties. To be responsible for original work in the formulation of policies and procedures for the public welfare program in the State; to carry on organization

activities in the development of the public social work program; to supervise the work of County Welfare Boards; to act as liaison between the State Office and the County Welfare Boards; to stimulate and direct the professional calibre of social case work, and to perform related work as required.

Examples. Planning; conducting research; cooperating with other agencies; preparing manuals and teaching material; making field visits to counties for the purpose of conference with the Executive Secretary and Board members; supervising the work of County Welfare Boards through approval of personnel, budgets, reports and through the review of quality of work performed by the Boards; assisting counties in the adjustment of difficult situations; constantly evaluating county work for control of conformance to rules and regulations and for professional growth and quality of work.

Qualifications. Completion of the full graduate course in an approved school of social work, and two years of employment on salary in a recognized social agency, at least one of which must have been in a recognized social agency, at least one of which must have been in a supervisory or executive capacity; or completion of one school year of graduate work in an approved school of social work and three years of successful experience in employment on salary in a recognized social agency, at least one of which must have been in a supervisory or executive capacity; or graduation

from a recognized university or college including completion of an undergraduate curriculum in social work from an approved school of social work and four years of employment on salary in a recognized social agency, at least one of which must have been in a supervisory or executive capacity, or graduation from a college or university of recognized standing and five years of employment on salary in a recognized social agency, at least two of which must have been in a supervisory or executive capacity; capacity for leadership and original work in the field of public welfare, especially in planning and initiating local or State public welfare programs; evidence of a developing, dynamic philosophy of public welfare administration; distinguished performance in social case work techniques for the purpose of consultation and teaching desirable.

- Note.* 1. For each year of required education, applicants may substitute one year's experience as described above.
2. Preference will be given to applicants between the ages of twenty-six and fifty.

Parts and Weights in Test. Education—3; Experience—3; Interview—4.

EXECUTIVE SECRETARY

Compensation. \$2000-\$3000 per annum.

Duties. To organize and direct the staff of a County Welfare Board; to interpret and put into effect policies, rules, and regulations of the Board of State Aid and Charities; and to perform related work as required.

Examples. Supervising and directing the work of the field staff with individual families; developing sound social case work service; carrying out established policies of the Board of State Aid and Charities; planning and carrying into effect relationships with community agencies; formulating plans for the relief and social case work program; training employees in public welfare administration; making special investigation and adjustments; preparing reports of activities and making recommendations; preparing and distributing publications and reports; general community interpretation of the public welfare program.

Qualifications. Completion of the full graduate course in an approved school of social work; or completion of one year of graduate work in an approved school of social work, plus two years' progressive, responsible experience in employment on salary as a social worker in a recognized agency; or graduation from a recognized college or university, including completion of an undergraduate curriculum in social work from an approved school of social work, plus three years' progressive, responsible experience in employment on salary as a social worker in a recognized social agency; or graduation from a recognized college or university and four years' progressive, responsible experience in employment on salary as a social worker in a recognized social agency. (If an applicant has had at least one year's successful experience as an executive of a social agency administering relief and employing a full-time paid staff of not less than five persons, one year of experience may be substituted for each of the four years of college or university education.) Successful experi-

ence in case work service; leadership, involving understanding of administrative problems and skill in handling them; ability to enlist the cooperation of various groups and individuals in the community.

Note. Preference will be given to applicants between the ages of twenty-five and fifty.

Parts and Weights in Test. Education—3; Experience—3; Personal Interview—4.

CASE SUPERVISOR

Compensation. \$1800 per annum.

Duties. To be responsible for reviewing individual cases; to be responsible for the professional development of the staff and the integration of the case work program with the administrative organization; and to perform related work as required.

Examples. Holding individual conference with the staff for review of cases and interpretation of policies and procedures; planning and directing staff conferences for purposes of training; formulating plans with the organization head for the relief and social case work program; interpreting community and organizational needs and deficiencies; making special investigations and adjustments.

Qualifications. Completion of two years of graduate work in an approved school of social work; or completion of one school year of graduate work in an approved school of social work, or its equivalent; two years' successful experience in employment on salary as a social worker in a recognized social agency; or graduation from a recognized college or university, including completion of an undergraduate curriculum in social work in an approved school of social work, plus three years' successful experience in employment on salary as a social worker in a recognized social agency; knowledge of literature in the field of social work; knowledge of and ability to teach modern concepts of social case work; supervisory ability.

Note. Preference will be given to applicants between the ages of twenty-three and fifty.

Parts and Weights in Tests. Education—3; Experience—3; Personal Interview—4.

CASE WORKER

Compensation. \$1500 per annum.

Duties. Under direction, to investigate applicants for relief; to assume responsibility for intensive study and professional case work service in a case load; and to perform related work as required.

Examples. Interviewing applicants for relief and service, and making investigations; planning budgets, sending out relief; following up employment possibilities and using community resources; closing cases; preparing case records; preparing demonstration material for other members of the staff; preparing psychiatric social case history analyses; keeping records and preparing reports.

Qualifications. Completion of the full graduate course in an approved school of social work; or completion of one school year of graduate work in an approved school of social work, and one year of suc-

cessful experience in employment on salary as a social worker in a recognized social agency; or graduation from a recognized college or university, including completion of an undergraduate curriculum in social work in an approved school of social work, and two years' successful experience in employment on salary as a social worker in a recognized agency; knowledge of literature in the field of social work; knowledge of modern concepts of social case work; ability to prepare case records and psychiatric social case history analyses.

Note. Preference will be given to applicants between the ages of twenty-one and forty. The Case Worker's duties are differentiated from those of the Junior and Senior Worker and the Worker-in-Charge by the fact that the Case Worker, because of professional training, is responsible for providing a skilled professional case work service on a discriminating basis; he is in need of less direct supervision in analyzing and developing plans of procedure in individual situations, and he is responsible for community interpretations in individual situations and, to some extent, in relation to the total program.

Parts and Weights in Tests. Education—3; Experience—3; Interview—4.

WORKER-IN-CHARGE

Compensation. \$1200-\$1500 per annum.

Duties. Under direction, to organize and direct the staff of a County Welfare Board; to put into effect policies, rules, and regulations of the Board of State Aid and Charities; to plan and carry into effect relationships with outside agencies; under supervision, to be responsible for carrying a case load; and to perform related work as required.

Examples. Acting as administrative officer of a County Welfare Board; arranging for and attending Board meetings; carrying out policies established by the Board; preparing reports of activities and making recommendations to the Board; preparing publications and reports; addressing meetings on the work of the County Welfare Board and the public welfare program of the State; working out relationships with doctors, landlords, employees and other social agencies; interviewing applicants for relief and making investigations; preparing case records; planning budgets; sending out relief after approval; following up employment possibilities and employing community resources; closing cases; performing auxiliary service in family or individual situations; keeping records and preparing reports.

Qualifications. Graduation from a recognized college or university plus one year of successful experience in employment on salary in a recognized social agency; or graduation from a recognized normal school or its equivalent, plus one year of successful experience in employment on salary in a recognized social agency; or graduation from a standard high school, plus one year of successful experience in employment on salary in a recognized social agency; demonstrated ability in administrative aspects of the work and in the field of community relationships; experience in teaching, nursing or law desirable; familiarity with modern social work concepts.

Note. Preference will be given to applicants between the ages of twenty-one and forty.

Parts and Weights in Test. Education—2; Experience—3; Duties—2; Interview—3.

SENIOR WORKER

Compensation. \$1020-\$1200 per annum.

Duties. Under supervision, to investigate applicants for relief, and to perform related work as required.

Examples. Interviewing applicants for relief and making investigations; preparing case records; planning budgets; sending out relief after approval; following up employment possibilities and other community resources; closing cases; performing auxiliary service in family or individual situations; keeping records and preparing reports.

Qualifications. Graduation from a college or university of recognized standing, plus one year of successful experience in employment on salary in a recognized social agency; or completion of two years' college or normal school work, plus one year of successful experience in employment on salary in a recognized social agency; or graduation from a standard high school, plus one year of successful experience in employment on salary in a recognized social agency; experience in teaching, nursing, or law, desirable; familiarity with modern social work concepts.

Note. Preference will be given to applicants between the ages of twenty-one and forty.

Parts and Weights in Tests. Education—2; Experience—2; Duties—3; Interview—3.

JUNIOR WORKER

Compensation. \$900-\$1020 per annum.

Duties. Under supervision, to investigate applicants for relief, and to perform related work as required.

Examples. Interviewing applicants for relief and making investigations; preparing case records; planning budgets; sending out relief after approval; following up employment possibilities and other community resources; closing cases; performing auxiliary service in family or individual situations; keeping records and preparing reports.

Qualifications. Graduation from a college or university of recognized standing, preferably with a major in social sciences; or completion of two years' college or normal school work, plus successful experience in employment on salary as a worker in a recognized social agency; or graduation from a standard high school, plus successful experience in employment on salary in a recognized social agency; experience in teaching, nursing or law desirable; familiarity with modern social work concepts.

Note. Preference will be given to applicants between the ages of twenty-one and forty.

Parts and Weights in Tests. Experience—2; Education—2; Duties—3; Personal Interview—3.

Books

A Footnote to Folly. Reminiscences of Mary Heaton Vorse. Farrar & Rinehart. \$3.00.

The folly to which Mary Heaton Vorse appends her footnote is the folly of war, the folly of greed, the folly of an abundant life for a few and a miserable existence for the many. She indicts our civilization for the folly that settles industrial disputes with violence and terror and our international differences with war and horror and pestilence.

Mary Heaton Vorse, as many editors will tell you, is a good reporter. You won't find a sloppy, sentimental sentence in a galley proof of her copy, but you can't escape feeling a sympathetic understanding for the plight of the "little people" of the world, about whom she writes.

No one who has ever passed a picket line on his way to a fine dinner should fail to read this elaborated footnote.

Criteria for the Life History, John Dollard. Yale University Press, 1935. Price \$2.50.

By LEAH FEDER

Social workers will find the material in *Criteria for the Life History* of more than casual interest. Dr. Dollard has attempted to build up a new and dynamic concept of "culture and personality." Leaving behind the confusing and often unrealistic discussions which have centered about the terms "sociology" and "psychology," the author defines culture as "the life of the group preceding the individual" and the individual as "an organic term including bodily form, capacities, and cravings." Personality becomes, therefore, the result of the impact of social life on the organic nature of man—a "group-plus-one" hypothesis. From the blend of these two forces in the process of personality development, the old barriers are to be broken through and a more fruitful attack upon common problems evoked.

Life histories are selected as the basis for the study, since the author considers them to be a common denomination in a number of fields, namely sociology, psychiatry, literature, anthropology and social work. The author synthesizes his major interests—culture and psychoanalysis—in an attempt to formulate a conceptual scheme by which he may measure life histories. The seven criteria used are derived from points in both fields which seem of importance to Dr. Dollard. For example, the contribution of W. I. Thomas is acknowledged in the criterion phrased "The social situation must be carefully and continuously specified as a factor." Equally easy to trace is the Freudian origin of "the continuous related character of experience from childhood through adulthood."

The difficulty in the analysis, however, centers about the standard that "life history material must be organized around certain symptomatic concepts." The concepts are not necessarily the same, nor is the purpose for which the data were originally set down. Consequently divergence is so great in the life histories selected that Paul Radin's *Crashing Thunder* had to be abandoned altogether because the material is not integrated to emphasize the growth of a person. H. G. Wells' *Experiment in Autobiography* failed to measure up in the critical analysis because it was written from a literary point of view. On the other hand, *The Polish Peasant in Europe and America* and Shaw's *The Jack Roller*, written as life histories, lend themselves to a clarifying application of the criteria. The former is found to overemphasize culture and to give only a vague explanation of the motivating forces of behavior in the four wishes. The latter ignores the genesis of personality which took place prior to the fourth or fifth year of the subject's life.

From the field of clinical psychology the author includes Adler, Freud and (as represented in Dr. Jessie Taft's description of her contacts with a seven-year-old boy in *The Dynamics of Therapy*) also Rank. Following Dollard's criteria Freud is found to meet them most nearly. Adler's life-history is objectively and penetratingly discussed. The author confesses that Rank's philosophy gave him "repeated difficulty in defining practice and concepts clearly." Dr. Taft's material is not an attempt at a life history, but an effort to reproduce the therapeutic relationship in a series of interviews. As a result Dr. Dollard tries to derive the life history by implication.

From the point of view of research the author has opened up interesting possibilities for studying the relative values of drives and culture as they are represented in a single person's development. Further study of the applicability of the criteria should be fruitful. For social case workers the usefulness of the criteria as a basis for projecting treatment plans in an individual case is more limited. Social case work, empirical in its development, seems to be emerging from a period of preoccupation with history gathering (although this does not mean its abandonment) to an active concern in understanding and recording the treatment relationship as it reveals motivation.

Pamphlets and Periodicals

WHITHER BOUND RELIEF? A Study of Relief Investigations in New York City, 1935. Homer Folks. *Social Service Review*, December, 1935.

A valuable review of the successive relief investigations giving particular attention to the findings and recommendations of the Mayor's

Miss Edna Zimmerman
1916 South Fourth St.
Springfield, Ill.

Committee on Unemployment Relief and the Governor's Commission on Unemployment Relief relating to the ERB in New York City. Mr. Folks points out the objective and constructive nature of the studies made by these two Commissions, the recognition given to what the ERB has been able to accomplish in spite of enormous social, administrative and fiscal problems, and their agreement on the long term nature of the problem calling for a permanent program with an adequate standard of relief and systematic financing.

In contrast to the sincere attempt made by these two bodies to deal constructively with one of the most pressing problems of the present day, Mr. Folks cites the deliberate attempt of the Aldermanic Committee in its investigation to undermine public confidence in New York City's relief administration by playing up irresponsible and unsupported testimony and by preventing social workers from giving competent factual testimony by the methods followed in the hearings.

SIX RURAL PROBLEM AREAS—RELIEF—RESOURCES—REHABILITATION. Research Monograph I, FERA. Division of Research, Statistics and Finance, 1935.

About one-fifth of all families on rural relief roles in the United States in 1934 will require permanent assistance. Among Negroes in the Eastern Cotton Area the proportion of permanent relief cases is nearer two-fifths.

These conclusions are drawn from this study of 65 counties in six rural areas with high relief rates in 1934. These six areas contained about one-half of all rural relief cases in the United States.

Many factors were found to be contributing to the need for relief in addition to the more strictly agricultural ones such as poor land, adverse crop conditions, one-crop system. These other factors included over-population, loss of supplementary employment, unstable tenancy system and the lack of education. On this last factor as a stumbling block to rehabilitation the report has this to say: "As long as so large a proportion

of the poor classes lack sufficient education to manage intelligently their own affairs there will be need of public relief and social case work. It would seem a good investment of funds to maintain adequate school facilities with federal aid if necessary, as partial insurance against federal relief in the future."

Of the 20 per cent reported as incapable of self-support by local relief workers, the large majority of families (71 per cent) included no male gainful workers either because of old age or because of broken homes consisting of a woman with children under 16 years of age. "It is clearly apparent," says the report, "that the families considered impossible to rehabilitate (20 per cent of all) are chiefly those which would be provided for by a comprehensive system of social legislation."

Complete rehabilitation was considered possible for 65 per cent of the families with temporary financial help, either as full time farmers or on subsistence farms with supplementary employment. The remaining 15 per cent were considered capable of self-support provided supervision as well as temporary financial aid could be given.

SUGGESTED STATE LEGISLATION FOR SOCIAL SECURITY. Published by American Public Welfare Association, Chicago. Price 25 cents.

This pamphlet has been prepared in response to requests from Governors and State Legislative Committees to the American Public Welfare Association for assistance in drafting social security legislation which will conform to the provisions of the Federal Social Security Act. The pamphlet includes a chart showing suggested plans for the organization of a State Department of Public Welfare and a County Department of Public Welfare and drafts of bills for a state welfare organization, and old age assistance, aid to the blind and aid to dependent children to be administered by the county departments under the supervision of the State Welfare Department. This material can be adapted to particular state situations and should be a very helpful guide in developing state social security programs which are eligible for federal grants.